

**County of Loudoun**  
**Department of Planning**  
**MEMORANDUM**

**DATE:** June 2, 2010  
**TO:** Loudoun County Planning Commission  
**FROM:** Jane McCarter, Project Manager  
**SUBJECT: June 9, 2010 Planning Commission Work Session  
Lovettsville Community Park; CMPT 2008-0006 & SPEX 2007-0040**

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**BACKGROUND:**

The Planning Commission held a public hearing for this application on September 18, 2008. Eight members of the public spoke and one member of the public provided a written comment regarding this application. All members of the public commented in favor of the application, detailing the benefits that the Lovettsville Community Park will bring to northern Loudoun County including much needed equestrian facilities and athletic fields. Although all comments were in favor of the application, a couple of issues were noted. The Town of Lovettsville suggested that through-town traffic would cause too great of an impact to the downtown area and identified that a southern access point into the Park could help alleviate traffic congestion. The Town of Lovettsville's Zoning Administrator presented a Condition of Approval for the Department of Parks, Recreation and Community Services to study a southern point of access after the athletic fields are operational and allow the Special Exception to move forward at this time. A member of the Loudoun Horse Association commented on Condition #14 (now Condition #19) to exempt the requirement of horses and riders to cross jurisdictional wetlands on footbridges or boardwalks. Commissioners also recommended that an all-way stop at the intersection of Milltown Road/Lovettsville Road/East Broad Way be examined.

The Commission voted 6-0-3 (Brodrick, Klancher and Syska absent) to forward the application to Worksession to discuss three outstanding issues; (1) Safety and design of the Milltown Road/Lovettsville Road/East Broad Way intersection, (2) A potential southern access point into the Park, and (3) Condition #14 language (now Condition #18) to allow horses to cross jurisdictional wetlands. Staff and the Applicant have met on the above issues with discussion and recommendation included below.

**ISSUES:**

**Wetland Crossings**

Condition #18 has been revised to allow equestrians to cross jurisdictional wetlands. It was determined that no wetland permits are required in order to allow horses to cross

the stream beds and wetland areas as long as no grading takes place. However the potential for more than occasional horse use in the wetlands areas encourages a preventative approach of hardened crossings. Staff will update the Commission regarding this issue at the Worksession. ***Issue Outstanding.***

### **Intersection Improvements**

VDOT review noted a roundabout could be considered for the Berlin Turnpike/Loudoun Street intersection in the future. This could provide acceptable levels of service, while minimizing the impacts a signal would cause with poles and wires. While maintenance of a roundabout would also be less expensive as a long term traffic control, installation costs (in this case inclusive of additional right of way acquisition) are greater than those of a signal. Staff review of the revised traffic study notes that a traffic signal may be warranted at the Berlin Turnpike/Loudoun Street intersection under the future conditions if forecasted background traffic and regional growth are realized. The study notes that Park-generated traffic would comprise 9% of total traffic at this intersection in the PM peak hour and 14% of total traffic in the Saturday peak hour at this intersection in 2013. As neither the roundabout nor the signal have been designed or warranted at this time Staff sought a one-time fair share contribution for future use. The Applicant has agreed to a cash contribution of 14% or \$42,000 to the transportation improvements at the intersection of Loudoun Street (Route 796) and South Berlin Turnpike (Route 287) as noted in Condition #12 to address this impact.

Regarding the three way intersection of Milltown Road/Lovettsville Road/East Broad Way, Staff review of the revised traffic impact study resulted in a number of conditions to address the design and impacts. Pedestrian connectivity within and adjacent to the Park, inclusive of a pedestrian crosswalk at the three way intersection, has been provided with Condition #7. Turn lanes and frontage improvements along Milltown Road are provided with Conditions #8 and 9. All way stop control at the three way intersection of Milltown Road/Lovettsville Road/East Broad Way and at the Loudoun Street/East Broad Way intersection have been provided with Condition #10. ***Issue Resolved.***

### **Southern Access Point**

The Town of Lovettsville raised the issue that a southern access point into the Park could help alleviate traffic congestion within the town. The Town suggested that the access point be provided through the Lovettsville Elementary School. Loudoun County Public Schools has considered the request and is supportive of the proposal subject to Condition #11.

The road design proposed through the Lovettsville Elementary School site is a two lane private driveway with the typical section showing a 25' pavement section for two lanes and 4 foot shoulders for a cross section of 33 feet through the school site. Any parking spaces affected by the private access road will be relocated on the Lovettsville Elementary School site. The play area located in this alignment will also be relocated on the Lovettsville Elementary School site. ***Issue Resolved.***

Staff can support the application subject to the Conditions of Approval dated June 2, 2010.

**STAFF RECOMMENDATION:**

Staff recommends approval of the Commission Permit, CMPT 2008-0006, and Special Exception, SPEX 2007-0040 to develop a community park with active recreational uses Based on the Findings for approval and subject to the Conditions of Approval dated June 2, 2010.

**SUGGESTED MOTIONS:**

- 1a. I move that the Planning Commission approve CMPT 2008-0006, Lovettsville Community Park, and forward it to the Board of Supervisors for ratification based on the Findings attached and with the Special Exception Plat dated September 10, 2007 as revised through April 2, 2010 prepared by Bowman Consulting Group, Ltd.

AND,

- 1b. I move that the Planning Commission forward SPEX 2007-0040, Lovettsville Community Park, to the Board of Supervisors with a recommendation of Approval, subject to the Conditions of Approval dated June 9, 2010 and Findings contained within the June 2, 2010 Staff memo.

OR,

- 2a. I move that the Planning Commission approve CMPT 2008-0006, Lovettsville Community Park, and forward it to the Board of Supervisors for ratification based on the Findings contained within the June 2, 2010 Staff memo.

AND,

- 2b. I move that the Planning Commission forward SPEX 2007-0040, Lovettsville Community Park to committee for further discussion.

OR,

3. I move that the Planning Commission deny CMPT 2008-0006 and SPEX 2007-0040, Lovettsville Community Park, and forward it to the Board of Supervisors for denial based on the Findings:

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**ATTACHMENTS:**

1. Vicinity Map
2. Revised Conditions of Approval dated June 2, 2010
3. Findings dated June 2, 2010
4. Loudoun County Public Schools referral dated May 7, 2010
5. OTS referral dated May 24, 2010
6. VDOT referral dated April 15, 2010
7. Southern Private Driveway Plan dated May 26, 2010
8. Special Exception Plat dated April 2, 2010

## VICINITY MAP



**Directions:** From Leesburg, head west on Route 7 and take the Route 9 exit towards Hillsboro. Follow Route 9 west for approximately 5.5 miles and turn right onto Route 287(Berlin Turnpike). Follow Route 287 for approximately 6.5 miles and turn right onto East Broadway. Stay straight east Broadway becomes Milltown Road. The property is located on the south side of Milltown Road just past the Community Center located partially within the Town of Lovettsville.

**LOVETTSVILLE COMMUNITY PARK  
CONDITIONS OF APPROVAL**

**SPEX 2007-0040  
JUNE 2, 2010**

1. Special Exception Plat. The proposed Lovettsville Community Park with active recreational uses shall be developed in substantial conformance with the Special Exception Plat (SPEX 2007-0040) prepared by Bowman Consulting Group, Ltd., dated September 10, 2007 as revised through April 2, 2010, as well as the Revised 1993 Loudoun County Zoning Ordinance. Approval of this application does not relieve the Applicant of any Zoning Ordinance, Codified Ordinance, or any other requirement. As used in these conditions, "Applicant" includes the owner of the property subject to the special exception approval, its successors, and parties developing, establishing or operating any of the approved special exception uses.
2. Uses Permitted. Approval of this Special Exception (SPEX 2007-0040) application grants approval for a Lovettsville Community Park with active recreational uses, as defined by the Revised 1993 Loudoun County Zoning Ordinance, in the AR-1 (Agricultural Rural-1) zoning district, on the subject property as depicted on the Plat.
3. Landscaping. The Applicant shall preserve a minimum of eighty percent (80%) of tree canopy per 2009 Loudoun County GIS records within the required buffer along the southern property boundaries and incorporate Forest Management Techniques recommended by the County Urban Forester. The Applicant shall use all evergreens, such as, but not limited to, White Pine, Norway Spruce, and Eastern Red Cedar, in the replacement of any removed vegetated material. Forest Management Techniques may include, without limitation, pruning and the removal of vines, invasive species, trees uprooted or damaged by extreme weather conditions, and trees or limbs that are diseased, insect-infested, dead, or are considered a hazard to life or property. The Applicant shall provide super silt fencing around the critical root zone of Specimen Tree T-12 (Black Walnut) as shown on the Special Exception Plat Sheet 3 of 5 prior to the issuance of the first grading permits.
4. Lovettsville School Boundary Landscaping: An enhanced Type 2 buffer shall be provided along the shared parcel boundary between the Park and the Lovettsville Elementary School. In addition to the minimum quantities of the Type 2 plantings of understory trees, shrubs, and evergreens the Applicant shall provide additional evergreen tree plantings, a minimum of 6 feet in height, planted in a double staggered row with a minimum of 10 trees per every 100 linear feet. The location of the supplemental evergreens shall not disturb the critical root zone of existing vegetation of the site.
5. Lighting. Lighting on the subject property shall be designed and constructed as follows to preclude light trespass onto adjoining properties, glare to passersby, skyglow, and deterioration of the nighttime environment:

- a. Exterior light fixtures shall be fully shielded as defined by the Illuminating Engineering Society of North America (IESNA). Light will be directed downward and inward toward the interior of the Property, away from public and private streets and adjacent properties.
  - b. Athletic field lighting shall only be used to light activities occurring on the field. Athletic field lighting shall be extinguished within 15 minutes of the end of an organized sporting event. All other lighting may remain turned on following the completion of the event but must be extinguished no later than 11:00 p.m., except that security lighting may remain turned on during overnight hours.
  - c. Illumination levels for the athletic fields shall be no greater than necessary for a light's intended purpose per The Illuminated Engineering Society of North America (IESNA) recommended maintained luminance level of 30 foot candles for rectangular fields and the outfield of the baseball/softball fields.
  - d. Energy efficient lighting such as, LED (light emitting diodes) shall be utilized for all exterior lighting except for athletic field lighting.
  - e. A photometric study shall be submitted prior to Site Plan approval for the athletic fields.
6. Noise. The Applicant shall commit to hours of operation for the proposed Park from dawn to dusk seven days a week. Sponsors of organized events shall not begin events earlier than 9:00 a.m. and conclude no later than 10:00 P.M.
  7. Pedestrian Connectivity. The Applicant shall commit to constructing an ADA-compliant trail (ADA Trail) connecting Lovettsville Community Center to Lovettsville Elementary School in the location shown on the Special Exception Plat Sheet 4 of 5, including a crosswalk at the East Broad Way/Lovettsville Road/Milltown Road intersection. The Applicant shall provide warning signage for the pedestrian crosswalk on both Lovettsville Road and East Broad Way, as approved by VDOT. The Applicant shall commit to constructing an internal multi-use trail system, connecting to the existing pedestrian facilities on East Broad Way and Frye Court, as shown on the Special Exception Plat Sheet 4 of 5. The pedestrian improvements shall be in place concurrent with the first site plan approval for any of the Park uses.
  8. Turn Lanes. Concurrent with the first Site Plan approval for any of the athletic fields, if not previously constructed by others, the Applicant shall construct a southbound right turn lane on Milltown Road at the site entrance; and a northbound right turn lane at the Milltown Road intersection onto Lovettsville Road in accordance with VDOT standards.

9. Frontage Improvements. Concurrent with the first Site Plan approval for any of the athletic fields, if not previously constructed by others, Milltown Road shall be maintained and/or improved as a typical rural section along the frontage of the site per VDOT standards.
10. Intersection Improvements. Concurrent with the first Site Plan approval for any of the athletic fields, the Applicant shall install an all-way stop at the Loudoun Street/East Broad Way intersection and the East Broad Way/Lovettsville Road/Milltown Road intersection per VDOT standards.
11. Southern Private Driveway Access. Refurbishment and continued use of the one onsite existing ballfield, and construction of one new athletic field, shall be permitted prior to the implementation of this condition. Prior to the opening of the 2nd new athletic field, the Applicant shall construct a private driveway providing public access through an easement from Loudoun Street to the athletic field Parking lot, across the southern portion of the Lovettsville Elementary School property, as shown on the Special Exception Plat Sheet 4 of 5. The Applicant shall coordinate with Loudoun County Public Schools Staff to ensure access, landscaping, Parking, and amenities design concerns have been addressed and to secure appropriate approvals and permitting.
  - a. The southern private driveway shall meet applicable VDOT entrance standards and Loudoun County private road standards.
  - b. The southern private driveway shall include a northbound right turn lane on Loudoun Street at the southern private driveway intersection with Loudoun Street built in accordance with VDOT standards.
  - c. Relocation of any required Parking or site amenities, to include play equipment, shall be provided onsite at Lovettsville Elementary School. If possible additional Parking for school use shall be provided on the southern side of the proposed southern driveway on the school site during the site plan design.
  - d. The southern private driveway shall be open when school is not in session from 4:00 PM to Park closing on weekdays and all day on weekends.
  - e. The southern private driveway shall be locked and gated and shall incorporate traffic calming measures such as speed bumps to slow traffic across the Lovettsville Elementary School site.
  - f. The southern private driveway shall be lighted.
12. Fair Share Contribution. Prior to opening of the Southern Access Road the Applicant shall make a one-time fair share cash contribution to a County Transportation Fund of \$42,000 for future transportation improvements at the

intersection of Loudoun Street (Route 796) and South Berlin Turnpike (Route 287).

13. Travelways. The Applicant shall utilize a pervious surface for all non-ADA vehicular travelways and parking areas.
14. Parking. Prior to first Site Plan approval for any of the athletic fields, the Applicant shall seek a Memorandum of Understanding (MOU) Lovettsville Elementary School to provide overflow parking for Park events on school grounds which would be in addition to all required parking per the Revised 1993 Zoning Ordinance. The MOU shall state that parking shall only be allowed outside of school hours in order to avoid conflicts with school children and buses. Reciprocity within this MOU shall provide for overflow parking on the Park site for periodic high attendance school events such as back to school night. The parking area located within the Lovettsville Community Park shall be gated and locked at all access points to ensure the Applicant can secure the Park after hours.
15. Utilities. Water and sewer will be provided by the Town of Lovettsville. If the Town of Lovettsville cannot provide water and sewer, the Applicant shall coordinate with the Loudoun County Environmental Health Department for the installation of a suitable on-site system.
16. Water Impacts: When the Town of Lovettsville restricts water usage due to drought or low flow impacts the Applicant shall restrict irrigation of the Park.
17. Construction Traffic. Construction traffic shall be restricted from both Loudoun and Locust Streets during all phases of construction. Construction traffic hours shall be limited to one hour prior to the start of the day for Lovettsville Elementary School and one hour following the end of the school day. All construction traffic for Park development, except that specifically for the southern private access road, shall access the Park through the Milltown Road access.
18. Jurisdictional Waters. To minimize impacts to jurisdictional waters, all trail stream crossings shall be constructed as raised wooden boardwalks and/or footbridges, except for equestrian and vehicular crossings.
19. Equestrian Access: Equestrian trailer access shall be limited to the Milltown Road access, and shall not use the Southern Private Access Road.
20. Restroom Facilities. The Applicant shall install low flow toilets and waterless urinals in all proposed restrooms.
21. Historic and Archaeological Resources. A Phase 1 archaeological survey shall be completed prior to the issuance of the first grading permits. No grading shall occur until the Phase 1 Survey has been completed. Development of the site should incorporate any archaeological findings into the final Site Plan layout.

## FINDINGS

JUNE 2, 2010

### Commission Permit

1. The proposal conforms to the policy guidance of the Revised General Plan (Rural Policy Area), which designate this area for rural economy uses such as county Parks and limited residential development at a density of 1 dwelling unit per 20 acres.
2. The proposal conforms to the policy guidance of the Revised General Plan that recognizes “Open Space Assets” such as regional and county Parks as important man-made open space assets of the Green Infrastructure that not only serve their passive and active recreational purposes, but also provide a link between communities and other Green Infrastructure elements.
3. The proposal conforms to the policies of the Revised Countywide Transportation Plan and the Bicycle and Pedestrian Mobility Master Plan.

### Special Exception

1. The proposal conforms to the policy guidance of the Revised General Plan (Rural Policy Area), which designate this area for rural economy uses and limited residential development at a density of 1 dwelling unit per 20 acres.
2. The proposal conforms to the policy guidance of the Revised General Plan that recognizes “Open Space Assets” such as regional and county Parks as important man-made open space assets of the Green Infrastructure that not only serve their passive and active recreational purposes, but also provide a link between communities and other Green Infrastructure elements.
3. The proposal conforms to the policies of the Revised Countywide Transportation Plan and the Bicycle and Pedestrian Mobility Master Plan.
4. The proposed use complies with the applicable requirements of the Revised 1993 Zoning Ordinance.
5. The Conditions of Approval, particularly those regarding noise attenuation, pedestrian connectivity and lighting mitigate the impacts of the proposed use on surrounding properties and will help ensure compatibility with the other uses in the vicinity.